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SPECIAL COMMITTEE ON
PEACE-KEEPING OPERATIONS

COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Secretary-General

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** Reply submitted on behalf of the Governments of Denmark, Finland, Iceland, Norway and Sweden.

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INTRODUCTION

1. The General Assembly, at its forty-sixth session, adopted resolution 46/48 of 9 December 1991 entitled "Comprehensive review of the whole question of peace-keeping operations in all their aspects". In paragraph 37 of this resolution the General Assembly invited Member States to submit any further observations and suggestions to the Secretary-General by 1 March 1992 on peace-keeping operations, outlining proposals on specific items in order to allow for more detailed consideration of the Special Committee, with particular emphasis on practical proposals to make these operations more effective. In paragraph 38 it requested the Secretary-General to prepare, within existing resources, a compilation of the above-mentioned observations and suggestions and to submit it to the Special Committee by 30 March 1992.

2. Pursuant to that invitation, the Secretary-General on 12 February 1992 addressed a note to the Governments of Member States transmitting the text of the resolution and drawing attention to the invitation contained therein.

3. The replies received from Member States as at 30 March 1992 are given below. The present report incorporates the replies of Brazil and Canada, which were not included in document A/AC.121/39*. Any further replies will be issued as addenda to the present document.

REPLIES RECEIVED FROM GOVERNMENTS

BRAZIL

[Original: English]

[17 March 1992]

Peace-keeping: past and present

The statement by the President of the Security Council at the conclusion of the meeting of the Council held at the level of heads of State or Government on 31 January 1992 represented renewed commitment to the goals set out in the Charter of the United Nations, in particular in the area of the maintenance of international peace and security. Foremost among these has been and continues to be the deployment of United Nations peace-keeping operations. The statement of 31 January accordingly reflects the concern of the members of the Security Council with building upon the successful role played by peace-keeping operations in recent times.

It is significant that peace-keeping, having arisen as an alternative to the collective enforcement mechanisms provided for under Chapter VII of the Charter, should play an enhanced role even as circumstances now permit those mechanisms to be employed as originally envisaged. Recent peace-keeping operations have to a large extent been deployed in the wake of political

settlements made possible by the new climate of cooperation in the Security Council. They have thus served to promote the settlement of conflicts formerly aggravated by ideological and strategic confrontation. Peace-keeping will not be confined, however, to ridding the world of the vestiges of former confrontations. It will henceforth be called upon to take up new challenges, some of which are now at hand while others seen to loom on the horizon.

The nature of peace-keeping

Recent peace-keeping experience has revealed such a diversity of purpose and variety of operational requirements as to prompt the suggestion that there is scarcely any set pattern to peace-keeping. The mandate of the United Nations Transition Assistance Group in Namibia (UNTAG), for instance, called for the use of military and civilian personnel under the command of a senior United Nations official in the final stages of a decolonization process. The role played by UNTAG in administering the elections in Namibia was as unprecedented as it was successful. The recently concluded operation in Central America was comprised entirely of senior officers under the command of a chief military observer charged with monitoring compliance with far-reaching regional peace agreements. In both cases deployment was made contingent on a prior political settlement and the express consent of all the parties concerned. In both instances the impartiality of the United Nations was brought to bear in securing a successful outcome.

The lesson to be drawn from recent experience is that it is difficult to anticipate the particular mandate and the specific operational requirements of a given peace-keeping operation. The basic features of peace-keeping have been consolidated over time and the result has been the emergence of the peace-keeper as a unique category in the ranks of the military establishment of countries. The concept of military personnel from different countries serving together in a non-combat role under the banner of the United Nations has proven its effectiveness over time. Nevertheless, peace-keeping operations have hitherto been deployed on a strictly ad hoc basis. The unprecedented growth of peace-keeping activities in the last few years, however, suggests that an enhanced and expanded role for peace-keeping brings increasing pressure to bear on the human and material resources of contributing Member States.

The future of peace-keeping

In the years to come, the logistical and financial difficulties associated with the deployment of peace-keeping operations are bound to increase in proportion to a growing reliance on the United Nations to assist in the settlement of conflicts. This is particularly true of the start-up phase of an operation, when substantial human and material resources from several Member States must be mustered in short order in response to a decision by the Security Council to deploy the operation. Preparedness by the United Nations will not be sufficient if the personnel and equipment are not

at hand some time in advance. The financing of operations is also a complex and delicate matter. Cost estimates for a large-scale operation are always tentative. Time constraints also apply if rapid deployment is required. Adjustments may be needed in the original budgeting as additional demands are made on the United Nations that require enlargement or diversification of the operation. Contributions are often not paid on time. The difficulties associated with the concomitant deployment of several large-scale peace-keeping operations and their conduct over extended periods are therefore bound to escalate in the years to come.

The need for prior availability of personnel and equipment, as well as of financing, for future peace-keeping operations also poses problems of a conceptual nature. It suggests the establishment of permanent, as opposed to transitory, arrangements for peace-keeping.

Preventive peace-keeping

The question takes on greater relevance if considered in the context of preventive peace-keeping. Peace-keeping operations have traditionally been designed to avert the renewed outbreak of conflict. In this sense, all peace-keeping operations to date have been preventive in nature. The deployment of an operation, however, has always been made contingent on a prior political settlement and on the express consent of the parties concerned. Peace-keeping has been employed to forestall the outbreak of conflict only in those cases where the parties have felt or been persuaded of the need to avert further hostility. An anticipatory role for peace-keeping, independently of the consent of the parties concerned, would therefore raise a number of issues which have to be thoroughly considered.

The distinction must be made between operations launched in the wake of a cessation of hostilities and those that would hypothetically be deployed in the initial stages of a dispute, with a view to averting the occurrence of hostilities. In the former case, deployment of an operation would necessarily follow a prior political settlement agreed upon by the parties concerned and the United Nations. In the latter, the question would arise as to how to secure the prior consent of the parties, in the absence of which the United Nations could hardly make its authority prevail upon them to help to settle their differences. We are reminded in that connection of the likelihood that a country contemplating aggression is not likely to request or to acquiesce in the dispatch of a preventive peace-keeping force designed to forestall the outbreak of conflict.

Pre-emptive or anticipatory peace-keeping is a concept that merits further consideration. The question of timing is a case in point. Premature involvement by the United Nations in a conflict situation could exacerbate rather than alleviate tensions. It could also imperil the fundamental premise of involvement by the United Nations, namely, impartiality. The perils of involving United Nations forces in situations that could conceivably comprise their non-combat role must also not be overlooked. Recent debate within the

United Nations has tended to blur somewhat the differences between peace-keeping in the traditional sense and other measures that suggest the involvement of United Nations peace-keepers in acts of military enforcement. The time seems ripe to try to clarify those differences. It is no less important to consider whether the United Nations might not become over-extended, given that preventive peace-keeping operations would place considerable strain on the ability of the Secretary-General to procure the human and material resources needed for their deployment.

Guidelines for peace-keeping

It is sometimes argued that the recent success of peace-keeping warrants a cautious approach to the question of reviewing its legal, political or operational foundations. A critical appraisal of the present role of peace-keeping raises the question of what adjustments need to be made to existing arrangements and whether current practices are suitable for future needs. In this regard, the request of members of the Security Council to the Secretary-General to submit by 1 July 1992 recomendations on the means to strengthen the capacity of the United Nations in the fields of preventive diplomacy, peacemaking and peace-keeping is a timely initiative.

An enhanced role for the United Nations in the field of peace-keeping is certain to place increased demands on the Secretariat. The Secretary-General should receive support in this regard and the necessary guidance from the membership of the United Nations in submitting his recommendations on matters of such importance.

An agreed set of basic principles and guidelines, both conceptual and operational, for peace-keeping operations would offer good prospects for enhancing the predictability of United Nations peace-keeping activities while not detracting from the flexible approach to peace-keeping which has proven to be useful in the past.

First and foremost, peace-keeping operations must count on a clear mandate from the organ upon which the Members of the United Nations have conferred primary responsibility for the maintenance of international peace and security, namely, the Security Council. Secondly, any deployment of a peace-keeping operation must be upon securing the prior consent of the parties concerned, without which the effectiveness and the impartiality of peace-keeping operations would be compromised. Thirdly, the non-combatant role of peace-keepers should be clearly and thoroughly upheld.

With reference to the financial aspects, it should be borne in mind that the financing of peace-keeping operations must remain the collective responsibility of Member States, in accordance with Article 17, paragraph 2, of the Charter, with due regard to the special responsibility of the permanent members of the Security Council. In that connection, the special scale of assessment traditionally applied to the financing of peace-keeping operations should be clearly institutionalized. Member States must also strive to pay their assessed contributions on time.

As regards the logistical and other arrangements for peace-keeping, it is understood that the Secretary-General should retain overall control and ultimate responsibility for the conduct of peace-keeping operations. It is not suggested that undue constraints be placed on the Secretary-General. It should be borne in mind, however, that increased demands on the United Nations are bound to make fuller participation by the membership in the various organizational aspects of peace-keeping almost inevitable. Troop-contributing States would have a special role to play in that regard. Proposals for the establishment of an advisory mechanism comprised primarily, though not exclusively, of troop contributors to assist the Secretary-General and the Security Council in the conduct of peace-keeping operations merit careful consideration.

Conclusion

In the final analysis, the future of peace-keeping will depend as much on the collective will and responsibility of the States Members of the United Nations as on any material or operational requirements. The time is ripe for reflection on what the United Nations can hope to accomplish in the field of peace-keeping and how the membership at large can muster the required resources creatively to contribute to the definition of its future endeavours.

CANADA

[Original: English]

[30 March 1992]

Preamble

United Nations peace-keeping is faced with unprecedented opportunities and unprecedented challenges.

As stated at the summit-level meeting of the United Nations Security Council on 31 January, United Nations peace-keeping tasks have increased and broadened considerably in recent years. In order that it should have the means to discharge its responsibilities under the Charter of the United Nations for the maintenance of international peace and security, the Council has invited the Secretary-General to prepare his analysis and recommendations on ways of strengthening and making more efficient the capacity of the United Nations for preventive diplomacy, peace-keeping and peacemaking. The report is requested for 1 July 1992. The work of the Special Committee on Peace-keeping Operations is of obvious relevance, and Canada is confident that the Committee's deliberations will prove of value to this undertaking by the Secretary-General.

Canadian views and suggestions on some questions falling within the purview of the Special Committee's work are set forth in this paper. Canada

also pledges its full cooperation and assistance to the Secretary-General. To this end, we will be consulting with like-minded Governments on ways in which ideas reflected in the present submission, and other proposals of relevance to the Secretary-General's mandate, might be further developed.

I. PEACE-KEEPING CONCEPTS

A. Security Council authority in peace-keeping matters

The cooperation of major parties to a dispute or conflict is an important factor in any peace-keeping undertaking. The Security Council must move prudently to tailor its peace-keeping action to situations of heightened risk.

United Nations and Canadian peace-keeping policy is that a peace-keeping operation and its troop-contributing nations should, as a general rule, have the consent of the parties to the conflict. Consent (and implicitly, cooperation) by the parties are critical factors underlying both the chances for success of the mission and the safety of the peace-keepers themselves.

Although this principle continues to be a sound basis for peace-keeping, the Security Council has been prepared to take a more assertive posture under certain circumstances. Such a posture may be increasingly important in the future if peace-keeping is to continue to evolve - consistent with the purposes and principles of the Charter - and respond adequately to the new challenges in the search for peace identified by the members of the Council at the recent Summit. Such action may be necessary to ensure, for instance, that factions cannot thwart the will of States and major parties to a conflict which are seeking United Nations assistance, or that one party cannot arbitrarily terminate an operation.

If a situation requires such peace-keeping action by the Council, the fact must be acknowledged in the mission mandate and provision made within the structure of the force, its arms, equipment and training, as well as the rules of engagement, in order to meet any increase in the assessed risks. The requisite security arrangements (i.e., reinforcement or withdrawal) must be in place as well.

B. Preventive peace-keeping

Preventive peace-keeping, prudently mandated by the Security Council, should be developed as a tool which is available to be applied to the maintenance of international peace and security in appropriate circumstances.

The General Assembly, in its resolution 46/48, recognized that the Secretary-General's peacemaking activities constituted an essential function of the United Nations and are among the important means for the prevention, containment and resolution of disputes and for maintaining international peace and security. This is a welcome initiative. Canada encourages the

development and effective use of all available mechanisms consistent with the Charter of the United Nations, aimed at preventing open conflict and thereby greatly facilitating the peaceful settlement of disputes.

Among such potential mechanisms is that of preventive peace-keeping. In developing this concept, care will need to be taken to ensure that the preventive operation is tied to a process to resolve the underlying conflict. Deployment of a preventive mission in the absence of such a process could be considered by involved parties as a prejudgement of the issue, or it could last too long and therefore be expensive.

The General Assembly, in resolution 46/48, "consider[ed] it useful for the United Nations to monitor global developments which may eventually be transformed into a crisis". The effective performance of this function is eesential to the successful discharge of the Secretary-General's mandate to engage in preventive diplomacy and peacemaking and of the Security Council's mandate to ensure the maintenance of international peace and security. Canada encourages the Secretary-General, in the context of his ongoing reorganization of the Secretariat's operations in support of peace-keeping, to give particular attention to the need for effective systems for monitoring global developments and providing early warning of crises.

C. Evolving uses for peace-keeping

The Security Council is best placed to determine when a situation such as abuse of human rights, humanitarian crisis and conflict has implications of relevance to its mandate and warrants Council action.

Increasingly, the international community is taking legitimate interest in situations internal to States which have an international dimension and impact on international peace and security. The international aspect can be as diverse as the cross-border flow of refugees, the threat of conflict spreading owing to cross-border effects or other relationships, damage to the global environment, concern for basic human rights or humanitarian concerns.

On occasion, international humanitarian relief efforts are impeded or prevented because of war or banditry in the area where the relief is needed. The Security Council has already taken positions with a view to putting an end to such situations. Canada considers that there is a role for peace-keepers, with an appropriate Security Council resolution, to assist in the delivery of the assistance by ensuring the security of the operation.

Canada is in full agreement with the remarks of the former Secretary-General in his 1991 report on the work of the Organization that the international community has a "collective obligation ... to bring relief and redress in human rights emergencies"; and that "international action for protecting human rights must be based on a decision taken in accordance with the Charter".

II. PEACE-KEEPING FINANCING

The United Nations must ensure the most efficient and cost-effective organization and management of peace-keeping operations consistent with the achievement of their aims; and Member States must pay assessed contributions in full and on time.

The level of personnel resources allocated to the management of peace-keeping should be increased in recognition of the expansion in United Nations good offices, peacemaking and peace-keeping operations over recent years.

The support account established at the forty-fifth session of the General Assembly has eased the burden. However, core functions not related to individual operations are being funded from this extrabudgetary account, which is meant to cover increased workloads attributable to specific missions. All essential core posts should be placed on the regular budget. Regular budget resources allocated to peace-keeping should be increased through redeployment of existing resources.

Having recognized that the Secretariat does not have the material and financial resources required to permit the rapid and effective deployment of peace-keeping operations, the General Assembly has, in principle, agreed that there is a need for a designated start-up fund for peace-keeping and for a reserve stock of commonly used material for new operations. Canada supports both proposals.

The Secretary-General's commitment authority of $10 million with the approval of the Advisory Committee on Administrative and Budgetary Questions having proved to be too low for the requirements of recent operations, this authority should be increased to a higher amount, perhaps $50 million.

Finally, Member States have agreed for all the operations now in place, with the exception of the United Nations Force in Cyprus (UNFICYP), that the expenses of peace-keeping are costs of the Organization under Article 17. Canada believes that the costs of all peace-keeping must be shared equitably across the whole membership according to the principle of capacity to pay. The financial arrangements currently governing UNFICYP unfairly penalize countries contributing troops to the operation and also call into question the commitment of the United Nations to it. This anomaly should be corrected.

Canada urges every Member to live up to its obligations by paying assessments on time.

III. PEACE-KEEPING: PRACTICAL CONSIDERATIONS

A. Civilian police

A position for a professional police adviser should be established within the Secretariat peace-keeping staff.

Although civilian police have been employed to good effect in peace-keeping missions in limited numbers over the years, their employment is now being considered in the thousands. This can represent a valuable contribution to the achievement of a peace-keeping operation's purposes as long as the role played by civilian police is clearly defined and appropriate to the training and experience of participants.

This expansion in the use of police raises two related problems. First, police are generally fully employed on operational duties within their nations and therefore professional police peace-keepers are a scarce resource and precise and detailed planning for their use is important. Secondly, the Secretariat has no police adviser to assist in the planning for the police component of peace-keeping operations. Further, contributing nations have no police expert within the Secretariat to whom they can turn for information and coordination.

B. Civilian officials

The United Nations is urged to make civilian peace-keeping expertise more accessible.

The Secretariat should better coordinate existing United Nations expertise which is relevant to United Nations peace-keeping operations, e.g. electoral officials, human rights monitors and refugee officers, to make their expertise more readily accessible to peace-keeping planners and nations.

C. Matériel resources

The United Nations is urged to develop a peace-keeping logistics doctrine and standard logistics procedures.

Canada sees a need for the United Nations to make more efficient its ability logistically to plan, deploy and sustain peace-keeping operations. Canada urges the development of a United Nations peace-keeping logistics doctrine and, within such a framework, the production of standard logistics procedures which would guide United Nations planners and nations in this field. Canada will develop this proposal in a paper to be forwarded to the Special Committee and is prepared to make experts available to undertake the project in cooperation with the Secretariat and other nations.

D. Training

The United Nations is urged to improve international cooperation in peace-keeping operations through peace-keeping staff officer training.

Peace-keeping training is a national responsibility, with regional and international cooperation in the field being encouraged. Canada believes this to be the most effective manner of providing trained peace-keepers. Canada has peace-keeping training programmes in place which fulfil its needs and which it makes available to observers from other nations. Canada also sends teams of peace-keeping experts to brief officials of other nations, at their request, on Canadian peace-keeping policies and procedures, including training. Canada is prepared to cooperate in any initiatives by the United Nations to conduct international peace-keeping staff training.

E. Secretariat

The Secretary-General is urged to include staffing requirements in his report to the Security Council on the means of strengthening peace-keeping capabilities.

The difficult role which the Secretariat must play in managing current and prospective operations could be enhanced by the establishment of more staff positions within its peace-keeping structure. Canada already loans and seconds officers to the Secretariat to assist it in its work when requested to do so. Canada is prepared to join in a study of the requirements to improve the staffing situation within the Secretariat with the aim of increasing its capacity to manage operations.

F. National stand-by forces

The Secretary-General is urged to coordinate and improve the use of national stand-by forces.

Some nations, including Canada, maintain troops on stand-by for United Nations peace-keeping operations. These stand-by forces may not necessarily be taken into consideration by the Secretariat when planning an operation and formulating a list of troop contributors. Further, there is no coordination among nations as to what types of units are held on stand-by.

The diverse factors which the Secretariat must consider confidentially in the process of formulating the list of troop contributors are acknowledged. The questionnaire on national resources which might be available for peace-keeping operations is helpful in this regard as well. However, a better matching of troop requirements for a particular operation with national capabilities would be possible with early close consultation with nations which have forces available on United Nations stand-by. Prior coordination by the United Nations of types of units which are held on stand-by by nations would further assist the planning process.

Canada encourages all States, to the extent of their capabilities, to maintain personnel and units on stand-by for United Nations peace-keeping operations.

G. Standardization

The United Nations is urged to improve efficiency by developing troop standardization guidelines

The strucutre for each of the five current peace-keeping force operations as well as the structure of most of the some 35 United Nations infantry battalions are different. While acknowledging that requirements differ between operations and that nations must structure their battalions to meet national needs, the management of the United Nations peace-keeping programme (soon some 40,000 troops) could be made more efficient through further development of troop standardization guidelines for the use of United Nations and national peace-keeping planners.

H. Advisory mechanism

Ad hoc advisory mechanisms to be used, in close cooperation with the relevant organs of the United Nations, to assist the United Nations.

Member States sometimes make use of the resources available at national permanent missions to the United Nations or from capitals to assist and advise the Secretary-General on particular matters relating to peace-keeping. This assistance may take the form of ad hoc mechanisms such as advisory groups. Those groups are to be encouraged as an appropriate way in which nations can assist the work of the Secretary-General.

IV. PEACE-KEEPING ROLE OF REGIONAL ORGANIZATIONS

The United Nations is urged to cooperate with regional organizations to contribute more effectively to peace and security.

The role of regional organizations for the maintenance of peace and security is acknowledged in the Charter of the United Nations. However, the regional interest of the States Members of these organizations may detract from the ability of the Organization to mediate disputes among its membership. The more broadly based composition of the United Nations may be better placed to bring appropriate influence and resources to bear to resolve conflicts. Canada supports the role of regional organizations in the prevention and resolution of conflicts, but considers that care must be taken to ensure that deference to regionalism does not delay appropriate United Nations involvement. Canada encourages early consultation between the United Nations and appropriate regional organizations whenever regional conflicts or situations affecting international peace and security develop.

PORTUGAL

[Original: English]

[3 March 1992]

The Twelve member States of the European Community attach great importance to the use of peace-keeping operations by the United Nations in order to help maintain international peace and security. For this reason, we have always actively contributed, be it in personnel or financial terms, to the various peace-keeping operations launched by the United Nations.

The Twelve member States of the European Community wish to recall the detailed views they expressed in the notes verbales on peace-keeping operations addressed to the Secretary-General and submitted on their behalf by Spain in 1989, Ireland in 1990 and Luxembourg in 1991, which are contained in documents A/AC.121/36, 37 and 38 as well as the various statements in the Special Committee on Peace-keeping Operations. They consider that those views remain perfectly valid.

The Twelve member States of the European Community reiterate the importance of keeping the basic principles of peace-keeping in mind. They emphasize once again that, although experience has shown that no one can foresee how long peace-keeping operations might be required, they are provisional arrangements and must not be a substitute for the search for a political settlement of a conflict.

The remarkable success of peace-keeping operations has spread new confidence throughout the community of nations. The further large expansion of peace-keeping activities by the United Nations means that it is more important than ever to draw the appropriate lessons from the experience acquired, as peace-keeping operations are called upon to take new and broader roles and diversified responsibilities, involving civilians and administrative personnel alongside military personnel.

In this context, the Twelve member States of the European Community suggest the following subjects to be considered at the next meeting of the Special Committee:

(a) Preventive diplomacy and the possible uses of peace-keeping operations in this respect, including the role of civilian personnel and cooperation between the United Nations and regional organizations;

(b) The growing range of activities which are an integral part of some peace-keeping operations and which require increased participation by civilian personnel, i.e., organizing and monitoring elections, monitoring human rights situations and the possibility of establishing a transitional authority;

(c) The need to improve the Secretariat's ongoing capacity to plan and coordinate the increasing number of new peace-keeping operations and to manage the current ones;

(d) The need to address the problem of start-up arrangements for peace-keeping operations;

(e) Financial aspects of peace-keeping operations.

The Twelve member States of the European Community look forward to discussing the report of the Secretary-General on "Secretariat units dealing with peace-keeping operations" (A/46/169 and Add.1) and to receiving additional information on the effect of the ongoing reorganization of the Secretariat on these units. They also welcome the report of the Secretary-General on the "Model agreement between the United Nations and Member States contributing personnel and equipment to the United Nations peace-keeping operations" (A/46/185 and Corr.1), elements of which can be further discussed in the Committee.

The Twelve member States of the European Community look forward to receiving the report of the Secretary-General on preventive diplomacy, peacemaking and peace-keeping, as requested by the Security Council Summit on 31 January 1992, and they will contribute with their own ideas to this ongoing exercise.

SWEDEN

[Original: English]

[11 March 1992]

1. General remarks

The recent Summit Meeting of the United Nations Security Council requested the Secretary-General to prepare by 1 July 1992 a report containing his analysis and recommendations on ways of strengthening and making more efficient the capacity of the United Nations for preventive diplomacy, peacemaking and peace-keeping (see the note by the President of the Security Council, S/23500 of 31 January 1992). The Nordic countries - Denmark, Finland, Iceland, Norway and Sweden - welcome this decision and look forward to the Secretary-General's report.

In the document "Shaping the peace: The United Nations in the 1990s" (see A/46/591-S/23159 of 23 October 1991) the Nordic countries have put forward proposals on possible elements of an integrated United Nations approach to peacemaking, peace-keeping and, as a last resort, enforcement action.

In "The Reykjavik Statement on the United Nations" (see S/23457 of 22 January 1992), issued as a message to the Summit Meeting of the Security Council, the Nordic countries expressed their full support of the efforts to strengthen the central role of the United Nations in maintaining international peace and security and reiterated some of their proposals on how to improve

the capability of the United Nations in peace-keeping and peacemaking. The Nordic countries welcome the adoption of General Assembly resolution 46/59 containing the Declaration on Fact-finding by the United Nations in the Field of the Maintenance of International Peace and Security. The Nordic countries will continue to contribute to the ongoing process aiming at the strengthening of the role of the United Nations in peacemaking and peace-keeping.

United Nations peace-keeping operations are increasing in size and are becoming more complex. New tasks, such as civilian administration, civilian police activities and electoral assistance, are added to the missions. The United Nations Transitional Assistance Group in Namibia and the United Nations Transitional Authority in Cambodia are cases in point.

There is an increasing need for the United Nations to be able to respond quickly to demands for an initial deployment of peace-keeping forces in conflict areas. The urgent dispatch of military observers and troops to Kuwait and Yugoslavia are examples.

At the same time, United Nations peace-keeping operations are facing serious financial difficulties. This situation is of great concern to the Nordic countries. Action must be taken to ensure adequate financing for the peace-keeping operations, based on the principle of collective responsibility, through payment of assessed contributions in full and on time. Arrangements should be made for the start-up phase of new operations, in particular, through the establishment of a special peace-keeping start-up fund. The Nordic countries note with satisfaction the support for the establishment of a fund with this purpose in the Secretary-General's report in document A/46/600 and Add.1.

The Nordic countries support the organizational changes that have taken place in the Secretariat. They especially welcome the establishment of the Department of Peace-keeping Operations and hope further measures will include decisions to put all Secretariat units dealing with peace-keeping within an integrated organizational and command structure.

A consequence of the surge in peace-keeping activities is the increase of the workload of the Secretariat. In the view of the Nordic countries, continued efforts must be made to identify ways and means that will enable a flexible, rapid and efficient handling of peace-keeping matters in the Secretariat. The establishment of an appropriate mechanism for consultations between the Secretariat and potential troop-contributing countries in connection with the launching of new peace-keeping operations would be welcomed.

2. Suggestions for the Special Committee on Peace-keeping Operations

The Nordic countries were satisfied with the work of the Special Committee on Peace-keeping Operations during the 1991 session. Resolution 46/48, adopted by the General Assembly on 9 December 1991, contains useful recommendations and requests to Member States which, if implemented, will

result in an improvement of the capacity of the United Nations in the field of peace-keeping. The Nordic countries wholeheartedly support the recommendations in the resolution.

The Special Committee is the most important forum for in-depth discussions of specific and practical ideas aiming at making peace-keeping operations more effective. As they did last year, the Nordic countries again wish to propose a limited number of items for consideration in the Special Committee. These items are:

(a) Military observers and civilian experts on stand-by;

(b) Delegation of authority;

(c) Co-training of civilian and military staff;

(d) Other matters.

(a) Military observers and civilian experts on stand-by

Thus far, whenever there has been a need for rapid deployment of military observers, such a need has been met by dispatching observers drawn from existing peace-keeping operations. Prevailing circumstances have made such temporary redeployment of personnel possible. This may, however, not be the case in the future. Furthermore, this practice can create problems for the missions as well as for the troop-contributing countries concerned.

One way to enhance the quick reaction capability of the United Nations is to make sure that ongoing missions have the reserve capacity to meet new urgent demands. Another possibility, which also could serve as a complement to the present system, is to establish a pool of stand-by observers with previous United Nations experience.

The Nordic countries therefore suggest that Member States, on a voluntary basis, should keep a number of military observers with previous United Nations peace-keeping experience on short stand-by notice.

Such a pool of observers, of different nationalities, would enable the Secretary-General to meet demands in preventive peace-keeping as well as in crisis situations.

The demand for civilian participation in peace-keeping has drastically increased. The above-mentioned quick reaction capability could therefore also refer to experts such as civilian administrators, electoral assistants, civilian police and human rights monitors. Many Member States have legal and other problems when asked to provide civilian police for United Nations operations. The Nordic countries recommend Member States improve their preparedness to make civilian police available for United Nations duty.

(b) Delegation of authority

The crucial start-up phase of a peace-keeping operation should continue to be coordinated by the United Nations Secretariat.

However, once a mission has been established on the ground, there is a need to improve the procedures for support to the mission as well as the general management of it. Today, the Secretariat is making the decisions on the provisions of supplies to the mission above a certain - often very low - level of authorization. Secretariat approval is also required for the reallocation of available funds within the authorized budget for the mission.

Unfortunately, the present system creates long lead times and frustration in the missions. This can result in a decrease in the cost-efficiency of the mission as well as in its overall performance.

The Nordic countries therefore propose the delegation of financial authority to the Force Commander or the Special Representative for a multi-component mission as a way of enhancing the performance of the mission. In this context, the Nordic countries suggest a review of the present United Nations Financial Rules and Regulations for peace-keeping operations aiming at giving both the Secretariat and the peace-keeping missions a better possibility to meet operational demands.

(c) Co-training of civilian and military staff

While aware of the heavy workload within the Secretariat, the Nordic countries still hope that the reports of the Secretary-General requested in resolution 46/48 will be submitted before the meeting of the Special Committee. The Nordic countries also hope that Member States will follow the recommendations about training made in the resolution, and look forward to the establishment of a focal point for all such related activities.

Peace-keeping operations have become more multi-faceted and include various military and civilian components. This makes the coordination and management of an operation more complex.

The Nordic countries therefore suggest the establishment of a training programme for future Force Commanders, Chief Administrative Officers, Military and Civilian Branch-heads and their deputies, as well as other senior staff. Such a yearly training programme would create a pool of trained personnel with knowledge of the United Nations system and its working procedures, personal knowledge of people in the Secretariat and good skills in staff work which would facilitate and enhance the efficiency of any new peace-keeping operation. The existence of such a pool would improve the planning capacity of the Secretariat and the implementation of any new peace-keeping operation.

(d) Other matters

The Nordic countries consider the model status-of-forces agreement for peace-keeping operations (A/45/594 of 9 October 1990) requested by the General Assembly in resolution 44/49, to be very important for creating a well-defined working relationship between the United Nations and the host country. It would be useful in the Special Committee to receive information on experience relating to such agreements and their applicability in recent peace-keeping operations.

We are pleased to note that the Secretariat has held briefings on current operations. We welcome this practice and suggest that it continue on a regular basis.

Before the renewal of the mandate for a peace-keeping operation the Secretary-General submits a performance report of the mission in question. However, due to their open-ended mandates some missions are not subject to such reporting. The Nordic countries would welcome reporting on the performance of the United Nations Truce Supervision Organization (UNTSO) and the United Nations Military Observer Group in India and Pakistan (UNMOGIP) at regular intervals.

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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

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COLOMBIA

[Original: Spanish]

[1 April 1992]

With regard to the concern and recognition expressed in General Assembly resolution 46/48 as to the need to draw up guidelines for the training of those taking part in peace-keeping forces, the United Nations, through its competent body, should forward to participating countries the permanent rules governing such activities at the international level, so that better training can be provided for the troops involved.

With regard to part IV of the resolution, Colombia considers that there should be increased participation by the armed forces of the other countries of the continent. It would also be valuable to seek an exchange of experience with friendly countries which have participated or are participating in United Nations peace-keeping forces. It would be appreciated if the Organization would encourage such an exchange.

Colombia supports the invitation to the Secretary-General contained in paragraph 25 of resolution 46/48 concerning the need to create a focal point for contacts, since this would facilitate operational and administrative matters both for participating Governments and for the organization set up for the peace-keeping operation.

With regard to part V of the resolution, in particular paragraph 32 concerning the participation of United Nations personnel in electoral activities when they are an integral part of peace-keeping operations, Colombia considers that military personnel should not be involved in such activities and that their duties should be confined to matters relating to security. Colombia has always viewed United Nations intervention in a country's electoral activities with great concern, since it considers that such questions are closely related to the internal sovereignty of States.

JAPAN

[Original: English]

[2 April 1992]

The Government of Japan wishes to express its satisfaction at the growing interest throughout the international community in United Nations peace-keeping operations and reiterates its support for them. This heightened interest is in part a result of the effective role which the United Nations played in leading the international response to the Iraqi invasion of Kuwait. And now the United Nations has launched operations in Cambodia and Yugoslavia which are unprecedented, in terms of size and resources required, in the long history of its peace-keeping efforts.

The peace-keeping function of the United Nations is thus at a critical juncture. In view of the limited resources available, how can the Organization meet the demands that will be placed on it?

In the light of the very useful discussions conducted during the last three meetings of this Special Committee, Japan would like to propose the following three issues for inclusion in this year's agenda:

- Resources;

- Conflict prevention and peacemaking operations;

- Exchange of information - through a consultation mechanism - among the Security Council, the Secretariat and Member States.

Japan recalls that all the views expressed in its notes verbales on peace-keeping operations in 1989, 1990 and 1991 remain valid.

1. Resources

While the peace-keeping operations have recently been increasing both in number and in the scope of activities, their financial difficulties are becoming serious. All Member States have the duty to bear their assessed contributions; many of them, however, have difficulties in fulfilling their responsibilities. This is the main cause for the United Nations financial crisis concerning peace-keeping operations, particularly at their initial stage.

From this viewpoint, Prime Minister Miyazawa invited, in his speech at the Summit Meeting of the Security Council, Member States to make voluntary contributions to the Trust Fund in support of United Nations peace-keeping and peacemaking activities. The Government of Japan would like to reiterate this invitation to the Member States on this occasion, and recall that this Fund is also applicable to the Secretary-General's peacemaking efforts.

In order to facilitate the smooth implementation of peace-keeping operations, it is essential that the host countries, which benefit directly from the operations, extend maximum support according to their capabilities.

In view of the increased financial requirements for peace-keeping operations, the Security Council should give serious consideration so that the operations are implemented in a cost-effective manner. It should further be recalled that none of the previous peace-keeping operations has been originally considered a permanent activity.

2. Conflict prevention and peacemaking operations

The United Nations is increasingly expected to take prompt action to prevent the deterioration of potentially explosive situations. The Secretary-General is in an appropriate position to take actions of this nature and he should be encouraged to do so. In particular, he should be provided with full and up-to-date information concerning tensions that could escalate into an international conflict, and be given the means to dispatch his own mission to monitor the situation.

The important role of the Security Council in rallying behind the Secretary-General should also be stressed. In order to enhance his diplomatic power, the Security Council might express its support for his efforts by indicating the measures it might take within its mandate should those efforts fail.

3. Exchange of information - through a consultation mechanism - among the Security Council, Secretariat and Member States

In order to secure the smooth functioning of peace-keeping operations, particularly large-scale ones, a consultative mechanism among the Security Council, the Secretariat and Member States on their establishment will be useful. This mechanism would be in the form of a consultative group of an appropriate size.

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92-18089 3146j (E) 270492 270492 270492

RUSSIAN FEDERATION

[Original: Russian]

[7 April 1992]

The shaping of a new world order based on the primacy of democracy, human rights and freedoms, the rule of law and morality is directly related to the improvement of the peace-making activity of the United Nations and its ability to play adequately the part of a universal guarantor of international peace and security. The ending of the "cold war" and of ideological confrontation have brought into being the practical prerequisites for an expansion of United Nations involvement in settling regional conflicts through the deployment of the whole range of peace-keeping operations: on the Iraq-Kuwait border and in Cambodia, Western Sahara, Angola, El Salvador and Yugoslavia.

As a permanent member of the Security Council, Russia welcomes the growing activity of the United Nations in the conduct of peace-making operations and the expansion of their geographical range and their scope. In addition to the "traditional" placing of military observers at the disposal of the United Nations and participation in the supply of materials and equipment for a number of United Nations operations, Russia in 1992, for the first time, in response to the Security Council's decision of 6 March 1992, provided an individual infantry battalion to serve as part of the United Nations forces in Yugoslavia.

A start has now been made on the consideration of draft legislation concerning the procedure for participation by Russian military and civilian personnel in United Nations peace-keeping operations and for making armed forces available to the Security Council in accordance with article 43 of the United Nations Charter.

The experience the United Nations has gained in conducting peace-making operations is being attentively studied in Russia from the standpoint of its possible application to the settlement of problems arising in the relations between member countries of the Commonwealth of Independent States (CIS). It was this experience which formed the basis for the Declaration on the non-use of force or threat of the use of force in relations between the States participating in the CIS and the Agreement on military observer groups and collective peace-keeping forces of the States participating in the CIS approved on 20 March 1992 at the meeting of Heads of State of the countries participating in the CIS.

The lessons of the Persian Gulf crisis, and the unprecedented summit-level meeting of the Security Council on 31 January 1992 have highlighted the need to give full effect to the extensive peace-making potential of the United Nations and in the first place of the Council itself, and to revitalize for the maintenance of peace and security in the new circumstances the Charter mechanisms that fell into desuetude during the "cold war" years.

The closest attention needs to be paid to the issue of applying the preventive potential of the United Nations more broadly and focusing efforts on detecting and preventing the emergence of conflicts both between and within States. Under the Charter, the main responsibility for preventive action rests with the Security Council, and its authority in this sphere should be strengthened.

One of the practical ways of doing this would be to establish under the Security Council, on the basis of chapter VII of the Charter, rapid response units made up, on a contract basis, of special detachments from various countries, including the permanent members of the Council. In practice, it might also be useful to establish under the Security Council groups of experts on action in emergency situations involving the mass taking of hostages, terrorism or cases of blackmail. Consideration could also be given to the idea of early deployment of United Nations military contingents or military observers (perhaps at the request of only one party) to prevent a conflict from escalating and turning into a direct military confrontation.

The Security Council could also, after consultations with regional organizations and the parties concerned, set up observer posts in potentially dangerous regions of the world. A special expert study could be conducted under United Nations auspices of mechanisms and means of effectively deterring a potential aggressor and procedures for a prompt joint response to acts of aggression and threats to international peace. Such mechanisms could include advanced technology for information compilation and processing, preparation by the Secretary-General of forecasts of conflict situations, the application of intra- and inter-State dispute settlement procedures, the involvement of regional and subregional structures and, if necessary, the adoption of enforcement measures by the Security Council.

The study could also spell out the procedure for applying the provisions of the Charter under which countries make armed forces available to the Security Council, as well as those concerning the role of the Military Staff Committee and the establishment of its regional subcommittees.

The proposals by the Nordic countries (A/46/591) concerning the development, while retaining a key role for United Nations operations, of a comprehensive approach by the Organization to peace-making activities also appear useful.

The Declaration on Fact-finding by the United Nations in the Field of the Maintenance of International Peace and Security approved by the General Assembly at its forty-sixth session is capable of making a valuable contribution to the Organization's preventive functions. The implementation of its provisions, in particular the sending of United Nations missions to areas of potential conflict, will facilitate provision of timely information to the Security Council on the situation in an area where a crisis has come to a head and at the same time serve as a signal to the parties of the intention of the United Nations to prevent it from escalating.

At the same time it is obvious that the issue of information back-up for United Nations crisis prevention activities can be resolved only on the basis of cooperation among the Organization itself, regional and subregional structures and the States concerned. The Secretary-General could if necessary arrange in cooperation with regional organizations for the sending of missions to a country where the situation is uneasy.

This work should proceed in parallel with the development of criteria on the basis of which the "new generation" of conflicts associated with territorial, inter-ethnic and inter-religious confrontations, and with violations of human rights and those of national minorities, will be considered in regional organs or in the Security Council. Russia supports the Austrian proposal for the conduct of a detailed study of situations in which United Nations intervention would be justified.

The comprehensive and multi-purpose nature of United Nations operations that is becoming more firmly established confirms the desirability of further pragmatic study of the question of institutionalizing specific peace-keeping mechanisms. Our country has introduced preliminary ideas on this subject in the Special Committee on Peace-keeping Operations. Our proposal for the drafting within the Special Committee of a summary document, for example, a declaration, which would review the positive experience and new trends in the development of United Nations peace-making activities still stands. A declaration of this kind would not contain some kind of "rigid" provisions laid down once and for all, but would embody the experience that has been accumulated, propose a kind of "menu" of approaches to be taken into account in preparing all future operations and stimulate the further improvement of the concept of peace-keeping operations and the enhancement of their effectiveness.

The issues of providing training for military, police and civilian personnel to meet the requirements of the operations deserve serious attention. The success of the operations, their performance, will depend to a considerable extent on the level of qualifications of the United Nations peace-keeping personnel. These objectives could be advanced by the holding of international and national seminars on the problems associated with the operations, by the institution by the Secretary-General of an annual programme of fellowships financed out of the interest on the Nobel Prize awarded to the United Nations forces in 1988 and through voluntary donations by private corporations and funds. In addition to the manuals issued by the Secretariat on these questions, there should obviously be a broader international exchange of experience in this sphere, involving experts from the countries that regularly participate in the conduct of United Nations operations and possess specially drawn-up national programmes to train personnel for them.

In our view, the problem of planning United Nations operations and their close coordination and interaction with regional organizations and individual States requires further consideration. In this context, great importance attaches to the report of the Secretary-General on the activities of the Secretariat units dealing with peace-keeping issues and to the model agreement

with countries contributing personnel, elements of which could be discussed in the Special Committee.

The problem of assigning greater responsibility to the countries which are parties to a given conflict or dispute and on whose territory United Nations operations are conducted is a particularly topical one. Russia shares the view of Japan and other countries which consider that the parties to a conflict should make every effort towards the earliest possible peaceful settlement of the dispute or conflict, and should, in particular, reduce the numbers of their troops and armaments, thus creating the conditions which would enable the size of the United Nations forces dispatched to the conflict region to be kept to the minimum. Participating States should extend every possible assistance to the United Nations for purposes of facilitating the conduct of the operations (accommodation, communications, transport, etc.) and reducing their financial consequences. They should also take all necessary measures to respect the status of United Nations personnel, ensure their security and prevent violent attempts on the life and health of the Organization's staff. In this connection, consideration could be given to drawing up a list of such obligations and including it in the model status-of-forces agreement between the United Nations and countries in which peace-keeping operations are conducted (A/45/594).

In Russia's view, there is a need for comprehensive discussion of a whole series of problems associated with the expansion of the spheres of application of United Nations operations and the assignment to them of new functions which go beyond the framework of the "classic" conceptions of this mechanism. These relate to the operations' role in facilitating the conduct of free elections and referendums, the possibilities of deploying United Nations operations at sea, the contribution of the United Nations to democratization processes and to the removal of the internal instability caused by inter-ethnic and interconfessional conflicts, which has dangerous consequences for regional and international security. The time has clearly come to begin work on drawing up the basic parameters for the participation of United Nations observers in national elections. United Nations assistance in the conduct of free elections should gradually become a major independent aspect of the Organization's activity.

A substantial increase in the effectiveness of the United Nations would also be facilitated by the use in the conduct of operations of the latest technologies, including space technology, which would help to ensure maximum security of the personnel deployed in them, reduce their duration and, in the final analysis, decrease the cost of the operations. We are prepared to participate in discussing the study prepared by Canada on personnel and the political consequences of using advanced technology in the operations and the list of technical equipment currently available on the market which could be of use in field operations.

In the light of the Organization's current difficult financial situation, the issue of reducing the cost of operations and conducting them on an optimal sufficiency basis is becoming vitally important. Any deployment of peace-keeping forces must be accompanied by an intensification of political efforts both by the United Nations itself and by individual States to settle the crisis situation. Obviously, a "financial" lever of this kind can and must be used by the United Nations as an additional means of influencing the antagonists.

At a time when the number and scale of the operations being conducted is undergoing a sharp increase, there is a need to pursue further the policy of limiting financial expenditure on operations by determining their optimum duration and the number of military, police and civilian personnel reasonably required, by better planning and by defining the sequence of conduct of the operations. Concrete steps are required to bring about a radical improvement in the mechanism for assessing the cost of peace-keeping operations at the planning stage, before the decision to deploy the operations is taken.

Considerable resources have been invested in diversifying the sources for covering the cost of conducting operations, in particular through the use of the resources and capabilities of regional and subregional organizations, the creation by the host countries of conditions which will lead to a reduction in expenditure, the conduct of national and international campaigns to raise resources for the requirements of the operations, etc. The time is ripe for a serious study of ways of attracting voluntary financial contributions and material and technical resources for United Nations operations from non-governmental organizations, major corporations and other private sources, possibly by offering them tax and other incentives.

The ever-growing financial burden on States could also be reduced by making a clear distinction between expenditure on the operations themselves and expenses associated with the parallel provision of technical, humanitarian and other aid, which should be financed either from voluntary contributions or through the active and coordinated involvement of the specialized institutions of the United Nations dealing with such forms of assistance.

Russia is prepared to discuss constructively and objectively in the Special Committee of 34 any other proposals and ideas aimed at ensuring more rational use of the mechanism of United Nations operations and the effective application of the Organization's full crisis-prevention and peacemaking potential.